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Metropolitan Transportation Commission
5 Years of Progress
1970-1975

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The preparation of this report was financed, in part, by grants from the California Department of Transportation and the U. S. Department of Transportation, through its Urban Mass Transportation and Federal Highways Administrations.

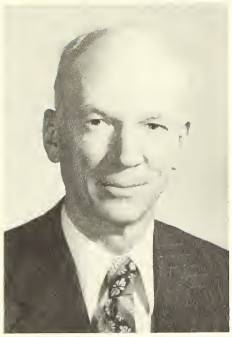
Report from the Chairman

In the past five years, the Metropolitan Transportation Commission has adopted a Regional Transportation Plan, refined it twice by amendment, and has approved transit and highway projects whose costs total approximately one billion dollars.

While MTC has its regular public meetings and has held many public forums and hearings in the Bay Area, this report covering these five years is a convenient summary of the results to date of the Commission's activities. In the future, similar reports will be issued annually.

In 1970, Assemblyman John Foran's bill, AB 363, created MTC with two main purposes; to be the regional transportation planning agency and to serve as the review board for Bay Area jurisdictions seeking State and Federal Transportation Grants. In 1971, the Mills-Alquist-Deddah Act (SB 325) gave MTC the responsibility of reviewing claims from local jurisdictions on certain sales tax funds made available to the local transportation fund.

Also, under AB 69 of 1972, MTC is charged with submitting the region's transportation plan that becomes part of the California Transportation Plan.



The Legislature clearly has wanted a regional, coordinated plan for transportation development, both in transit and in highways. There is an obvious need for such a plan in a region of five million people, of 4,000 square miles of area, of many jurisdictions including nine counties, 92 cities, several major transit operators, seaports and airports, and some 1500 miles in the State Highway system.

An outline of the Regional Transportation Plan is included in the body of this report. Also, there are summaries of other MTC planning projects and a recapitulation of the state and federal grants MTC has reviewed and approved.

MTC has undertaken its responsibilities in a spirit of cooperation with various agencies concerned with transportation service and planning. And, as transportation is closely related with land use, MTC cooperates with such organizations as the Association of Bay Area Governments and the Bay Conservation and Development Commission.

Governments, transit agencies, citizen groups and individual citizens, have added their important contribution to MTC. The Commission greatly appreciates this assistance that has aided MTC in creating and implementing the Regional Transportation Plan that serves the public of the Bay Area.

For the Members of the Commission

John C. Beckett,
Chairman

The Regional Transportation Plan (RTP)

The Commission's major work has been the development of the Regional Transportation Plan. First adopted in 1973, and amended in 1974 and 1975, it is comprised of six sections. Section One broadly states the Commission's goals: coordinated planning of land use and transportation; preservation of environmental quality; improvement of economic opportunity for all social groups; development of a safe, efficient and balanced transportation system. It also takes into consideration those subjects specified in MTC's enabling legislation, ". . . housing, employment, recreation, environment, land-use policies, and the economically disadvantaged."

Section Two specifies its objectives and policies which guide the MTC staff as it conducts its work.

Section Three contains the elements of the regional transportation system of the RTP, presented by individual transportation corridors. Where there is a need for new facilities, but little agreement over the size or kind necessary, the RTP suggests options that should be considered. Proposals to reduce congestion and improve transit without new construction or large investments are also presented. Their choices are closely related to decisions — many of which have yet to be made — about the use of land in the vicinity of the proposed transportation improvements.

Section Four is the "heart" of the RTP — the Transportation Development Program and Financial Plan. By spelling out spending priorities for transportation improvements over the next ten years, this section ties the planning and the "doing" together.

Sections Five and Six of the RTP contain proposed programs to provide the funds needed for transportation improvements and the Commission's procedures for annually reviewing and revising the RTP.

Assembly Bill 69 provides that an overall transportation plan for the entire state be prepared for the State Transportation Board. The MTC Regional Transportation Plan will become the Bay Area component of the statewide plan.

Regional Transportation Objectives

The RTP recognizes that there must be a balance among all means of transportation to achieve the regional goals. For many years, heavy emphasis had been put on developing facilities to accommodate the automobile. Thus, the emphasis of the RTP is to bring transit facilities to a similar level of development so every citizen can have a transportation choice in moving throughout the Bay Area. Additionally, it is noted that energy and environmental concerns have hastened the need for transit expansion.

The objectives summarized below express in broad terms the guidelines for transportation development for the Region as described in the RTP.

- All modes of transportation should be planned to integrate and operate on a coordinated basis.
- Transportation programs should be designed to reduce dependence on the private automobile.
- More efficient use of existing facilities should be explored before new construction is undertaken.
- Transportation systems should maximize public safety.
- Transportation development programs should reinforce comprehensive planning designed to guide population growth, economic development, and the preservation and enhancement of the environment.
- Transportation programs should contribute to energy conservation.
- Transportation systems should serve all social groups, with special attention to the needs of the poor and disadvantaged.
- Transportation systems should minimize community disruption.

  Airport and harbor facilities should be planned to minimize impacts on the environment and land transportation systems.
- Transportation systems should be planned to provide for the efficient movement of goods.

  Funding allocations to the various transportation modes and programs should be made in accordance with regional priorities.
- Citizens participation should be encouraged and is a must in the planning and implementation process.
- Coordinated and efficient services should be provided by Transit Operators in the region.

These objectives, together with the detailed policies set forth in the RTP, provide a guide for transportation development within our region.

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Proposed Improvements to the Existing Regional Highway System

Improving Public Transit

During the next ten years the RTP calls for the purchase of hundreds of new buses by both large and small transit operators; the development of bus transit extensions of BART; improved local feeder service and expansion of some existing parking lots; complete modernization of the San Francisco Municipal Railway system; the completion of at least one major BART extension; major improvement in both quality and extent of local transit service; introduction of new ferries on the Bay; extended transit service to recreational areas, and greatly improved transit services for those with special needs.

Improving the Highway System

The RTP calls for most highway construction during the next ten years to be geared to getting more out of what we have — widening, interchange improvement, completing the system or replacing worn out facilities. Major new construction proposed includes: completion of US 101 in Sonoma County as a freeway; expansion of Highway 37 from I-80 in Vallejo to Highway 121; bypass of Devil's Slide on Highway 1 in San Mateo County; connection of Interstate 280 to the Bay Bridge in San Francisco; freeway construction on Highway 4 in Contra Costa County; completion of the Grove-Shafter Freeway in Oakland; start of the Hoffman Freeway in Richmond; extension of the Guadalupe Freeway in San Jose; and completion of the freeway on Highway 101 between San Jose and Morgan Hill. However, current funding resources are so limited that a number of these projects may be postponed for many years.

The Financial Plan

The time between planning and action — the transportation development program and financial plan — is the heart of the planning process. This is where regional spending priorities are spelled out. The RTP's Financial Plan proposes spending $1.9 billion over the next 10 years to improve and maintain the State highway system in the Region. This rate represents a substantial reduction from the rate of highway spending in the previous 10 years. The Plan proposes spending $5.6 billion to extend and operate public transit, nearly three times as much as for highways. This includes over one-half billion dollars in debt service on construction bonds already outstanding.

Alternative methods of paying for transportation and improving the performance of the existing transportation system are also discussed in the Plan. One possibility offered is Assembly Bill 664 which would make bridge tolls available for transit; another is a new one cent sales tax for transit — a tax that would be introduced in quarter cent steps by each County's Board of Supervisors.

Because transportation financing is continuously changing, the priorities listed in the RTP for transit and highways are reviewed annually, so that they can accurately reflect these changes.

Action Programs

The RTP includes a number of action programs designed to improve the operations of the existing system, reduce auto travel, provide cleaner air, and conserve energy.

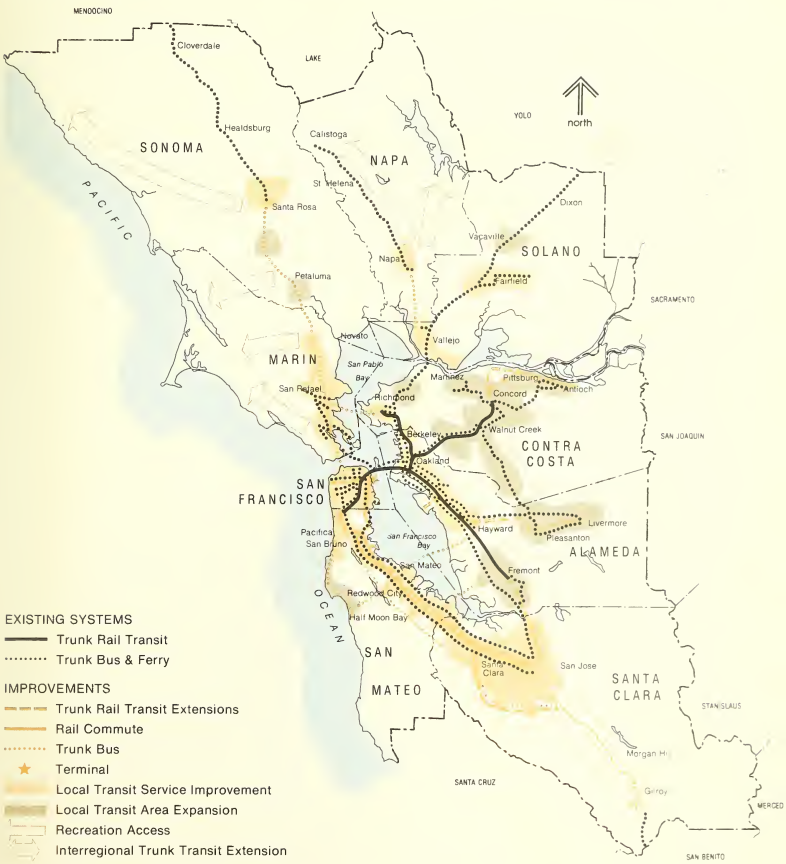
Transportation Control Plan

The Region's air quality must be improved to conform with the U. S. Environmental Protection Agency's standards. The RTP's Transportation Control Plan will help to achieve this. It calls for more carpooling and an accelerated program of transit improvement. These programs can offer people a desirable alternative to the auto. Although the Control Plan will fall short of meeting federal air quality standards in the time given, the measures in the program will help maintain air quality over the next three years while the region developes a long range strategy for reducing air pollution.

Coordination of Transit Service

The RTP stresses that transit users should be able to move easily from one system to another. Under the auspices of the MTC, a Transit Association has been formed, the membership of which consists of the area's transit operators. The Association has as its initial goals, the improvement in the coordination of services between operators and to promote cooperation in the search for solutions to mutual problems. The association will develop additional sources of needed revenues to finance improvements. Through the creation

Proposed Improvements to the Existing Regional Transit System



of such cooperative programs reductions in the cost of promoting ridership and the dissemination of rider information will be realized. Cooperative planning in maintenance operations, establishment of uniform fare and transfer systems through the efforts of the Association will result in more effective overall transit service throughout the region of the MTC.

Traffic Management

The traffic management action program of the RTP is designed to increase the efficiency and carrying capacity of existing highway facilities so that traffic will flow more smoothly and the need for new construction will be reduced. Measures such as exclusive bus and carpool lanes and ramp metering can help relieve pressures to build new facilities.

Other action programs will be proposed as MTC works to develop coordinated planning for airports, seaports, and the related movement of freight in the Region.

How The Commission Functions

The Commission consists of 16 voting members and three non-voting members. The most populous counties, Alameda, Contra Costa, San Francisco, San Mateo, and Santa Clara, are each represented by two commissioners. In these counties, one commissioner is appointed by the Mayors' selection committee and one by the Board of Supervisors. Marin, Napa, Solano, and Sonoma Counties are each represented by a single commissioner. In these counties the Mayors' selection committee may submit up to three names to the Board of Supervisors, which appoints one of the three nominees to the Commission.

The Commission also includes voting members who represent the Region's land-use planning organizations, the Association of

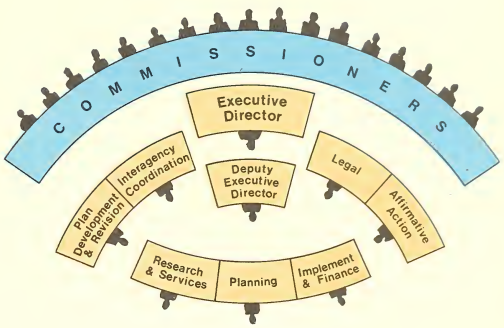
Transportation — Land Use Corridors

Bay Area Governments, and the Bay Conservation and Development Commission. The California Department of Transportation (CalTrans) and the Federal Departments of Transportation (DOT) and Housing and Urban Development (HUD) are each represented by a non-voting member.

MTC is a working Commission. It initiates transportation study programs, reviews proposals and applications for grants, and works on a continuing basis to keep the RTP responsive to the Region's needs. The planning activities of the Commission are conducted by a staff of nearly 90 persons, headed by an Executive Director. The Commission guides and directs the work of staff through six committees: Executive, Work Program, Finance, Grant Review and Allocations, Public Information and Legislative Affairs, and Personnel. The full Commission meets at least once a month to act on recommendations of its committees.

The staff performs the basic planning work represented in the Regional Transportation Plan, as well as tending to a wide variety of administrative functions which are assigned to the Commission. With a steadily increasing workload, the Executive Director recently reorganized the alignment of staff resources, and reassigned several key functions. This is planned to make staff work more effective in support of the Commission. The Executive Director has a deputy and five assistant directors, who manage the operation of the major functional units of the staff.

The Commission



and its Staff

Each of the Commissioners represents MTC on several regional committees. For example, some serve on the ABAG/MTC Joint Policy Committee; the Transbay Terminal Authority and on committees planning for airport and seaport development; parking management and regional landuse. Commissioners also serve on one or more Boards of Control, which are policy making bodies for transportation studies being conducted throughout the Region. For example, the extension of BART to Pittsburg and Antioch and the Golden Gate Corridor Study have Boards of Control in which MTC's commissioners participate. Most of these studies also have citizens groups which advise the Board of Control of their particular concerns.

The Metropolitan Transportation Commission has created several other special committees, whose function is to advise the Commission on a variety of matters affecting transportation development in the Bay Area. These currently include: The Transit Association; the Traffic Coordinating Council; and the Minority Citizens Advisory Committee. The Commission also actively solicits the advice and opinions of the general public, ranging from concerned individuals to established civic-minded regional organizations, whose membership may number in the thousands. It regularly furnishes this public with meeting notices and agendas through an extensive mailing list.

Getting The Job Done

The Commission has used the Regional Transportation Plan as a guide in reviewing all projects that have come before it and has set about implementing the Plan in three major areas:

1. By administering Transportation Assistance Programs;
2. By applying its statutory authorities to all applicants in the Region seeking state or federal transportation funds;
3. By continuing to refine the RTP through special programs and studies designed to give needed information for the continuing planning process.

The table below demonstrates the development of the Transportation Assistance Programs and the Project Review activities approved by the Commission since it assumed these responsibilities in Fiscal Year 1972. An interim regional transportation plan was used by the Commission as the guide for reviewing projects prior to adoption of the RTP in June of 1973.

MTC Transportation Assistance Program and Project Review Approvals

				FY 1972-73	FY 1973-74	FY 1974-75
PROJECT REVIEW	California Government Code 66520 (3)	Transit		$4,980,000	$162,760,000	$47,689,744
	California Government Code 66518 (2)	Highways		$158,766,000	$5,280,000	$99,850,000
TRANSPORTATION ASSISTANT PROGRAM	Transportation Development Act (1)	Transit Operations		$5,039,309	$7,615,294	$16,199,699
		Transit Capital		$17,381,028	$16,083,006	$17,136,000
		Streets & Roads		$911,744	$1,731,341	$2,408,728
		Bicycles & Ped. Fac.		$3,538	$80,398	$347,061
	Federal Aid Urban Systems (4)	Transit			$3,123,625	$3,123,623
		High-ways			$18,354,967	$18,847,502
	UMTA Section 5 (5)	Transit Operations				$9,254,608
		Transit Capital				$100,000
	Propos. 5 (6)	Transit Capital				$130,000
Total dollars				$187,081,619	$215,028,631	$215,086,965

(1)
TDA — The Transportation Development Act, also known as the Mills, Alquist, Deddeh Act, was passed in 1971 by the California Legislature. It designates MTC as the administrator of these funds in the Bay Area. The funds are derived from ¼ of 1% on taxable sales occurring in the Region. It provides the funds be spent for better coordinated transportation services throughout the region.

(2)
Section 66518 of the California Government Code states that when allocating funds the California Highway Commission shall conform to the RTP.

(3)
Section 66520 of the California Government Code states that any application containing a transportation element to the federal or state government by any city, county or transportation district shall be submitted to MTC for review as to its compatibility with the RTP.

(4)
FAU — Federal Aid Urban Systems monies were made available by the Federal Highway Act of 1973 which provided for the first time that highway funds might be spent for capital improvements in transit. A substantial increase in the funds available was made possible by this Act.

(5)
UMTA — Section 5 — The Urban Mass Transportation Act of 1964 was amended by the National Mass Transportation Assistance Act of 1974 to provide over a six year period federal assistance for operating deficits and capital improvement requirements incurred by the transit operators.

(6)
Proposition 5 was approved by California voters in June of 1974. It makes funds in the California Highway Users Tax Account available for exclusive public mass transit guideqay research and planning, and for other such guideway purposes and payments on voter-approved bonds issued under specified conditions, as well as for highway purposes.

The following regional map provides a graphic summary of the county distribution of all monies which involved MTC decision-making authority, whether by direct control over the funds or by approval authority over transportation projects. The cities represented on the map by a black dot are those which had projects approved or received money. These funds are for the 1974-75 Fiscal Year and do not reflect a constant level of funding or project approval for any county or city. They represent the distribution for that fiscal year only. Comparison with past years would show widely varied distributions.

Distribution by County of Monies Through Project Review, and Transportation Assistance Programs for Fiscal Year 1974-75

Planning Highlights of 1974-75

During the past year, the Commission has been involved in a broad range of planning activities, which vary from the development of new analytic tools to specific implementation studies. Several examples are cited below, to illustrate some of the ways in which the Commission is working to implement the RTP.

Southern Pacific Upgrading Feasibility Study

A one year study, completed in March, this report concluded that both a minor and major upgrading of SP commute services are possible. Planning is already under way for minor access improvements to SP stations. A follow-up study is beginning which will compare and evaluate upgraded SP service to a BART type service to guide long range planning.

San Mateo Coast Corridor Study

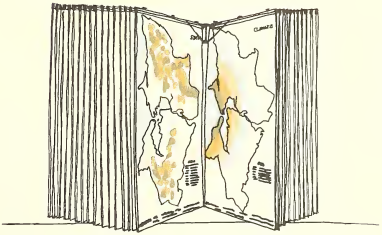
The first corridor study jointly conducted by ABAG and MTC. The San Mateo Coast Corridor is being evaluated from the point of view of comprehensive land use, growth, transportation and environmental considerations.

Air Quality Model

MTC, with the cooperation of the Stanford Research Institute, is developing a planning model to analyze the air quality consequences of alternative land-use and transportation configurations. This model will be of great assistance in the review of the environmental impacts of proposed projects.

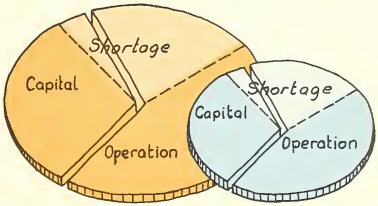
Environmental Impact Assessment Procedures

Extensive procedures have been developed to provide information to assess environmental impacts of projects before the Commission. In addition to 77 maps, which represent a regional environmental inventory, the procedure describes how to assess environmental impacts and compare these findings with the goals of the RTP.



Regional Transit Finance Conference

MTC co-sponsored with the Bay Area Council a Transit Finance Conference to explore ways to find more revenue for transportation in the region. As an outgrowth of the conference, the Commission is developing transportation financing alternatives which it will review with the public, local officials and legislators.



10 year program $5,064 m. 5 year program $1,637 m.

Transportation Improvement Program

The Commission is developing a Transportation Improvement Program which will provide a comprehensive 10 year programming base for both highway and transit projects. Previously, these had been separated by mode.

BART Impact Program

Begun in 1972, the BART Impact Program is a comprehensive policy-oriented study and evaluation of the impacts of the San Francisco Bay Area's new rapid transit system (BART). The six major study areas are: Transportation Systems and Travel Behavior; Environment; Land Use and Urban Development; Economics and Finance; Institutions and Life Styles; and Public Policy. In the past year two tasks which cut across the boundaries of the six project areas were initiated. These are the Implications for the Transportation Disadvantage Project and the Local Policy Implications Project.

Minority Citizens Advisory Committee

The Commission appointed a 23 member Minority Citizens Advisory Committee to advise it on the transportation needs of minority citizens.

Equal Employment Opportunity/Affirmative Action Program

MTC adopted an Equal Employment Opportunity/Affirmative Action Program in March. Staff has been assigned to implement the program and the Minority Citizens Advisory Committee will assist the Commission in reviewing the program.

Agency Revenue Statements Fiscal Years 1972-75

Commission Finances

Each year, the MTC receives funds from a variety of sources — Federal, State and local. These revenues finance its general planning and administrative operations, as well as a number of technical studies and special projects. Many of the technical studies and special projects are being sponsored and conducted by other transportation agencies within the region. The funding for these is "passed through" MTC, from the source directly to the responsible agency.

The tabulation which follows is a detailed breakdown of MTC's estimated* revenues and expenditures for the 1974-75 Fiscal Year. It indicates the funding source and separates MTC's internal operating expense from the "pass through" funding for technical studies and special projects.

1974-1975 Expenditures*

		MTC OPERATING EXPENSE				"PASS
FUNDING SOURCE	REVENUES	GENERAL PLANNING	ADMINISTRATION OF TRANSPORTATION DEVELOPMENT ACT (TDA)	MANAGEMENT OF BART IMPACT PROGRAM & SPECIAL PROJECTS	BART IMPACT STUDY CONTRACTS	ABAG/MTC JOINT PROGRAM
Urban Mass Transportation Administration UMTA)	$3,062,968	$ 505,841		$392,000	$484,144	$60,559
California Department of Transportation (CalTrans)	$1,692,000	$1,403,972			$120,000	$168,028
Transportation Development Act (TDA) (SB 325)	$1,277,500	$905,957	$182,500			$108,413
Secretary of Transportation (U.S. DOT)	$974,600			$135,000	$839,600	
Federal Aviation Agency (FAA)	$60,000					
National Transportation Study	$25,000	$25,000				
Matching funds for UMTA Technical Studies for FAA Study	$739,687			$6,750		
TOTAL	$7,831,755	$2,840,770	$182,500	$533,750	$1,443,744	$337,000

*The figures shown for Fiscal 1974-75 are only estimates and are subject to a final audit to be completed by the end of the year.

**Includes $667,267 pass through revenues to be carried over to the 1975-76 Fiscal Year.

The Year Ahead

The coming year promises to be a demanding one, both for the Commission and its staff. The financial resources available for transportation development in the region are growing scarce. This situation requires difficult decisions to be made in determining priorities in the allocation of these resources. The RTP goals provide guidance for long-term transportation development in the region. Today, priorities must address current needs in ways which can be clearly shown as consistent with tomorrow's goals.

MTC staff will play a more important role in the financial planning work of the Commission. Staff must strengthen the relationship between the long range planning goals set forth in the RTP and near-term transportation development proposals which require the Commission's attention today. This effort will be of considerable assistance to the Commission in its determination of priorities.

In its continuing effort toward development of alternative transit funding, the Commission, this fall, will review other means of financing with the concerned public of the region and local government. The Commission will then present its findings to the Legislature, and take an active part in helping to resolve the problem of ever-increasing transit finance. While very important, this effort will be only a part of an active legislative program to be undertaken by the MTC during the coming year.

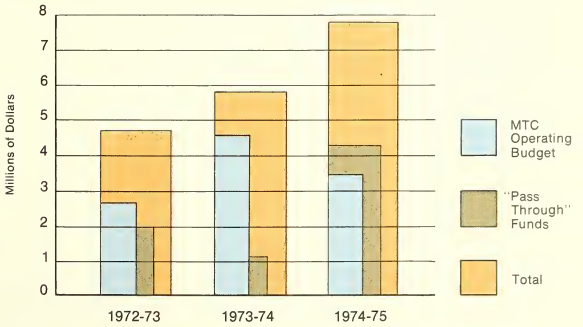
Preliminary work has started in bringing together State, local and regional agencies in a comprehensive planning study of the Santa Clara County Corridor. One of the primary objectives of this study will be to coordinate the work of the Corridor Study with that of the Santa Clara County Rapid Transit Development Project. In this way, the product of the transit study will accurately reflect the growth and development policies which come out of the Corridor study. This kind of closely coordinated effort can materially enhance the cooperative relationship which should exist among State, regional and local jurisdictions.

This year, as part of the Annual RTP revision process, the Commission intends to involve a much broader public. This will necessitate a more vigorous public effort, and will utilize the newly organized Minority Citizens Advisory Committee. In this way, the Commission can communicate more effectively with the minority community of the region, and begin to place emphasis on those programs which can better serve the transportation needs of that community.

'HROUGH" FUNDING

TECHNICAL STUDY GRANTS 'ECIAL PROJECTS	AIRPORT MASTER PLAN STUDIES
$1,620,424	
$75,630	$5,000
	$60,000
$707,937	$25,000
$2,403,991**	$90,000

MTC Revenues for the Last Three Fiscal Years



Commission Roster

MTC COMMISSIONERS	REPRESENTING
*John C. Beckett *Chairman*	Santa Clara County
*Joseph P. Bort	Alameda County
John D. Crowley	Mayor of San Francisco
John F. Cunningham	Solano County
*John E. Dearman	City and County of San Francisco
*Donald F. Dillon	Alameda County - Cities
Lawrence H. Dunn	United States Department of Transportation
Greta Ericson	Napa County
*A. W. Gatov	Marin County
Louise P. Giersch *Vice Chairman*	Association of Bay Area Governments
Joseph C. Houghteling	San Francisco Bay Conservation and Development Commission
Richard LaPointe	Contra Costa County - Cities
*William R. Lawson	San Mateo County - Cities
*William R. Lucius	Sonoma County
James E. Moriarty	Contra Costa County
William H. Royer	San Mateo County
James Self	Santa Clara County - Cities
vacant	State Business and Transportation Agency

Paul C. Watt, *Executive Director*

PREVIOUS COMMISSIONERS	REPRESENTING
*C. G. Beer	State Business and Transportation Agency
Robert A. Burco	State Business and Transportation Agency
*Terry A. Curtola, Jr.	Solano County
*Gerald F. Day	San Mateo County
*Sheridan E. Farin	United States Department of Transportation
F. E. Hawley	United States Department of Transportation
*James P. Kenny	Contra Costa County
Peter B. Lewis	Santa Clara County - Cities
Earl L. MacIntyre	Contra Costa County - Cities
*John F. McInnis	Association of Bay Area Governments
*Thomas J. Mellon	Mayor of San Francisco
James A. Moe	State Business and Transportation Agency
*Raymond J. Ollila	Contra Costa County - Cities
Melville Owen	San Francisco Bay Conservation and Development Commission
*E. Jack Shoop	San Francisco Bay Conservation and Development Commission
*Ralph Trower	Napa County
Howard C. Ullrich	State Business and Transportation Agency
William S. Weber	State Business and Transportation Agency
*William D. Weisgerber	Santa Clara County - Cities

*Original Appointments

Prepared by
Metropolitan Transportation Commission
Hotel Claremont
Berkeley, Ca. 94705 (415) 849-3223